

# La stratégie régionale et le programme quinquennal



COMPLÉMENTAIRES DES STRATÉGIES ET DES PROGRAMMES NATIONAUX, la stratégie régionale et son programme opérationnel visent à assurer la cohérence et la synergie des approches nationales et à développer une capacité d'action collective des pays, dans tous les domaines pour lesquels ils ne peuvent agir avec efficacité s'ils restent isolés.

La mise en œuvre du cadre stratégique de sécurité alimentaire repose sur les neuf stratégies nationales à l'horizon 2015, présentées dans les fiches précédentes (C1 à C9) et sur une stratégie régionale complémentaire. Celles-ci sont assorties de leurs premiers programmes de mise en œuvre, couvrant la période 2003-2007. La fiche présente succinctement la stratégie et le programme qui seront mis en œuvre au niveau du Sahel.

## COMMENT SE POSITIONNE LA STRATÉGIE RÉGIONALE ?

La méthode adoptée pour l'élaboration de la stratégie régionale a reposé sur les principes directeurs retenus dans le cadre stratégique (voir fiche C). Sur le contenu, trois critères ont été retenus pour positionner la stratégie régionale par rapport aux stratégies nationales de sécurité alimentaire :

- *l'intervention du régional permet de « gérer les interdépendances entre pays »* : il s'agit des domaines pour lesquels la politique et les interventions sectorielles d'un pays ont des incidences directes et potentiellement importantes sur les conditions de réalisation de la sécurité alimentaire dans les autres pays. Ce critère s'applique particulièrement à la gestion des ressources naturelles partagées (en particulier les ressources en eaux fluviales), et aux politiques économiques, fiscales, monétaires, et commerciales (tarification, harmonisation des normes) ainsi qu'à certains volets des politiques sectorielles, notamment la politique agricole (intrants, subventions aux investissements), la politique de transport, etc. Dans ces domaines, il s'agit des interdépendances au sein de l'espace CILSS d'une part, et avec les pays frontaliers de l'espace CILSS, d'autre part ;
- *l'intervention du régional permet de « coopérer autour des problèmes communs aux pays sahéliens et de réaliser des économies d'échelle »* : cette notion de « problèmes communs » s'applique à des problèmes qui se posent dans des termes voisins dans les différents pays sahéliens, sans pour autant que la politique suivie dans un pays ait des incidences sur le pays voisin. Les pays considèrent pour plusieurs raisons — capacité de mobilisation des ressources financières ou humaines, économies d'échelle par rapport au coût des investissements, mise en commun d'instruments financiers, partage d'expériences, etc. — qu'ils ont intérêt à s'allier pour trouver et développer des solutions. Les domaines d'action sont multiples : travaux méthodologiques, recherche/développement, information, etc. Cela concerne aussi des enjeux stratégiques tels que la maîtrise de l'eau, la récupération des terres dégradées et l'ensemble des enjeux liés à la transformation des systèmes agraires, la restauration de la fertilité des sols, etc.

– *l'intervention du régional permet de « gérer les relations sous-régionales avec l'extérieur »* : ce critère concerne des enjeux pour lesquels les pays ont intérêt à s'allier pour peser dans les négociations multilatérales, et faire valoir leurs préoccupations spécifiques. Une approche des négociations en ordre dispersé peut aussi conduire à des divergences de politiques préjudiciables à l'intégration de la sous-région et à la réalisation de la sécurité alimentaire. Les enjeux environnementaux (conventions de Rio), commerciaux (négociation à l'OMC et négociation de l'accord de partenariat avec l'UE [voir fiche B4]) et sociaux sont tous concernés par cette approche.

## COMMENT S'ARTICULE-T-ELLE AVEC LES AUTRES DYNAMIQUES RÉGIONALES ?

Les pays sahéliens sont confrontés à une situation alimentaire bien spécifique qui les conduit à s'organiser ensemble pour trouver des réponses à l'insécurité alimentaire chronique et aux crises alimentaires conjoncturelles. Par rapport aux autres pays de la région, leur principale spécificité réside dans la proportion de la population rurale et le degré de dépendance des économies familiales à l'égard de leur environnement naturel, aride à semi aride, et soumis à de très forts aléas climatiques. Pour autant, l'amélioration de la sécurité alimentaire n'est pas seulement un problème de sécurisation de la production agricole, loin s'en faut. Il faut pouvoir agir simultanément sur un ensemble de politiques et de stratégies, dans le cadre d'une approche cohérente, pour espérer inverser le cours des choses. Beaucoup de ces aspects ne peuvent pas être traités entre pays sahéliens seulement, d'autant plus que ceux-ci sont engagés dans des processus d'intégration politique, économique, commerciale qui dépassent les frontières du Sahel. L'approche développée dans la stratégie régionale de sécurité alimentaire se veut par conséquent à la fois ambitieuse et pragmatique. Ambitieuse, parce qu'elle cherche à intégrer toutes ces dimensions essentielles à la réalisation de la sécurité alimentaire. Pragmatique, parce qu'elle ne prétend pas tout faire dans le seul cadre sahélien, avec l'institution régionale dont le Sahel s'est doté, le CILSS. Pragmatique aussi dans le sens où la mise en cohérence des multiples projets et stratégies régionales portés par les différentes institutions intergouvernementales est nécessairement un processus de moyen terme, qui requiert beaucoup d'efforts de transparence et de concertation, une attitude volontariste de coordination et d'action collective impulsée par les pays et portée par tous les partenaires régionaux. En pratique, la stratégie propose un dispositif institutionnel qui offre un cadre de concertation et de coordination (cf. infra). Le

port and communication infrastructures come within the province of ECOWAS, UEMOA and CEMAC. The issues related to the prevention of conflicts clearly fall within the competence of the ECOWAS. The environmental actions fall within the province, to a large extent, of the Sub-regional Action Programme to combat desertification in West Africa and Chad (SRAP-WA) coordinated by the ECOWAS and CILSS, etc.

### WHAT ARE THE IMPACTS EXPECTED FROM THE STRATEGY?

The strategy and the programme have been conceived to reduce, on a long term basis, chronic and circumstantial food insecurity in the Sahel. The results achieved at the regional level therefore combine the effectiveness of the strategies initiated at the national level and the efficacy of the regional strategy which supports and supplements the nine strategies. The food situation varies considerably from one country to another. The indicators selected at the regional level make up a synthesis. The impacts expected from the strategy comply with the commitments entered into by the international community within the context of the millennium declaration. At times, they are more ambitious because of the priority character of the food related issues in the Sahel and their significance for poverty reduction.

Indicators of impact	Current situation	Objective 2015	Objective 2007
Population living with less than 1,840 Kcal/day	36 %	< 5 %	< 25 %
Agricultural production growth per year	2.7 %	5.4 %	4 %
Intra-regional trade growth per year	=	15 %	15 %
Population living in chronic food insecurity	23 %	< 10 %	< 18 %
Population deprived of access to basic social services	> 40 %	< 10 %	< 20 %
Population in occasional food insecurity	40 %	< 10 %	< 30 %
Food insecurity and poverty monitoring systems	partial	Complete and functional in the nine countries	

### WHAT ARE THE MAJOR ACTIONS ENVISAGED?

The interventions and actions are approached with regard to each of the specific objectives that correspond to the various challenges identified within the strategy paper. Index C has presented the main challenges for each of the specific objectives. Indexes C1 to C9 have shown the main interventions planned

in each country. This index sums up the main priority lines of action adopted in the strategy, as areas for regional action, selected according to the three criteria defined in the strategy.

**Specific objective n°1:** *“the promotion of a productive, diversified and sustainable agriculture”*. The development of a sustainable agriculture rests on the local stakeholders and the national strategies. But for all that, it entails a number of challenges in respect of which the countries expect some impulse or a regional synergy and a management of their interdependences. The first result deals with the use of natural resources and the sustainable management of agro-sylvo-pastoral production systems. On the regional level, the actions aim at giving support to and assisting the countries in several areas : water control, soil fertility management, water and soil conservation, rehabilitation of degraded lands, development of integrated pest management, development of livestock and improvement of the pastoral systems, etc. Economies of scale will be made in the area of knowledge and information on the evolution dynamics of the whole gamut of natural factors (soils, water, vegetation, fauna, climate) in such a way as to build the actors' capacities in regulating the resource use and anticipating crises (early warning). Finally, the regional level will support the countries in the implementation of environmental conventions, particularly the convention to combat desertification — including the intensification of support to the countries to encourage the development of alternative energies — and will support the elaboration of common positions in international negotiations on the environment. On the operational plan, the regional level will devote its efforts first and foremost to the sustainable management of shared natural resources between several countries (river basins, biodiversity reserves).

The second result expected deals with the capacity of the Sahelian agriculture to meet the growing diversification of and increase in the demand for agricultural and food products. The interventions envisaged aim at improving the institutional environment of the producers (improved adequacy between the research and the needs of the producers, development of appropriate financing mechanisms, notably) and facilitating their economic and commercial integration, by supporting the organisation of the producers and the production sub-sectors at the sub-regional level.

The last result relates to the sustainable development of small scale maritime and continental fisheries. The regional level is required to facilitate the dialogues on the management modalities of shared resources and strengthen the capacities of the countries to negotiate international agreements on fisheries.

**Specific objective n°2:** *“the development, free-flow and sub-regional integration of national markets”*. In this objective, the regional strategy aims at improving the way the national markets operate and their sub-regional integration. Two main results are sought. First, to encourage the emergence of a real regional market thanks to improved connection of national markets that help contribute to increasing largely the volume of trade. This implies harmonising the trade policies, developing regional transport and telecommunications infrastructures, creating efficient information systems, harmonising and complying with the standards governing agricultural inputs and produce (see Index B3).

Secondly, the regional interventions must better defend the interests of the Sahelian agriculture and the agricultural production sub-sectors in international competition. This can be



achieved only if the countries develop and together defend common positions for the trade negotiations, particularly at the WTO level and within the framework of the Cotonou agreement between the EU and the ACP (see Index B4). In return, the regional agricultural production sub-sectors will have to adapt to changing international standards (information and technical support to the stakeholders, quality control, etc.).

**Specific objective n°3:** *“Improvement, on a sustainable basis, of conditions of access to food and basic social services for the vulnerable groups and zones”.* This objective deals with the links between poverty, vulnerability, access to basic social services and access to food (see Index B2). The regional strategy aims at strengthening the countries’ efforts in notably improving the access conditions to food and basic social services in the less fortunate zones and for the poor population groups. The support to be provided by the regional level fits within the perspective of the reduction of inequalities in the Sahel and consequently aims at defining the minimum access conditions to food and basic social services, promoting experience-sharing on food and social policies to the benefit of the vulnerable populations, and enhancing harmonised methodologies for poverty and vulnerability assessment (links between the Ews and the poverty observatories). Finally, the regional level will seek to support the zones that lack social services most, on the basis of a solidarity mechanism playing a role of social integration for the marginalized zones and populations, who cannot benefit much from the market integration. The second result resolutely fits within a medium and long term vision and aims at controlling the demographic constraints to the sustainable development of the Sahel (support to the implementation of population policies in the countries and development of regional researches).

**Specific objective n°4:** *“Improvement of mechanisms for the prevention and management of cyclic food crises, consistent with the building of sustainable food security”.* A key element in poverty reduction, the prevention and management of crises is also a fundamental aspect of the regional strategy. The regional level has very important assets that need to be developed. Two results are pursued on the regional plan in addition to the national interventions. The first result deals with improving the performances of the food security information network in the Sahel as a tool for the prevention of food crises in the Sahel. The interventions focus on the ways and means of perpetuating the national information systems, strengthening the monitoring of regional information, harmonisation of vulnerability assessment methodologies, support to early warning systems targeting on the populations who have hardly been taken into account up to now (vulnerable people in the urban area for example) and, finally, the development of capacities for analysing information and the improvement of the decision-making mechanisms. The second result deals with the coordination of the process of dialogue between the public and private stakeholders, the producers and users of information with the aim of better preventing crises and identifying the most appropriate forms of response particularly, actions which are conducive to improved management of crises by reducing the vulnerability of the populations and thus reinforcing their capacity to resist shocks, etc. Finally, the regional level will define and put in place the management mechanisms of major crises.

**Specific objective n°5:** *“actors’ capacity-building and promotion of food security governance”.* This objective corresponds to the

complementary actions that are indispensable to the realisation of the previous objectives. It pursues four results. The first one aims at fostering the decentralisation policies in such a way as to develop the capacities of the local communities in the management of food security and natural resources. Still in the area of improved governance, the second result concerns strengthening of civil society organisations through the development of institutional capacities and the development of information tools appropriate to their needs. The last two results correspond to a set of interventions which are part and parcel of a regional strategy on human resource training directed towards senior government officials and members of civil society organisations, with a priority accorded to the training of the women.

#### BOX N°1: WHAT ARE THE PRIORITIES OF THE FIRST FIVE-YEAR PROGRAMME 2003-2007?

The priorities deal with both the method and the content:

*The method:* the priority rests on the rapid creation of steering and monitoring-evaluation mechanisms. Since it is a strategic approach, a lot of work remains to be done necessarily in order to reach a compromise between the various stakeholders regarding the priority actions, the sharing of responsibilities between the regional institutions and the network of stakeholders, the creation of a financing mechanism, the definition of a set of indicators which will help to assess the programme’s performance, undertake the monitoring-evaluation of the implementation of the various action plans that stem from the five-year programme and to assess the real impacts of the strategy, etc. All these works will be meaningful and legitimate only if they are carried out under the aegis of the regional food security council, a platform for dialogue and consultations among all stakeholders (see the last page).

*The content:* the aim is to initiate the main interventions envisaged in the regional food security programme. CILSS distinguishes between three major areas: (i) the features that enable to “consolidate what already exists”; (ii) the features that make it possible to lay the foundations of a structural transformation of the agricultural supply and the access conditions to food; (iii) the dossiers that help to quickly improve the food security governance.

The first major area integrates the issue of information systems, training, the organisation of research on the regional challenges, support to national strategies and policies. The second major area includes decisive regional programmes from the perspective of structural food security: water control, soil fertility management, integrated pest management, stock breeding, fisheries, development of household and alternative energies, etc. The third major area encompasses all the issues relating to capacity-building of each major category of stakeholders.



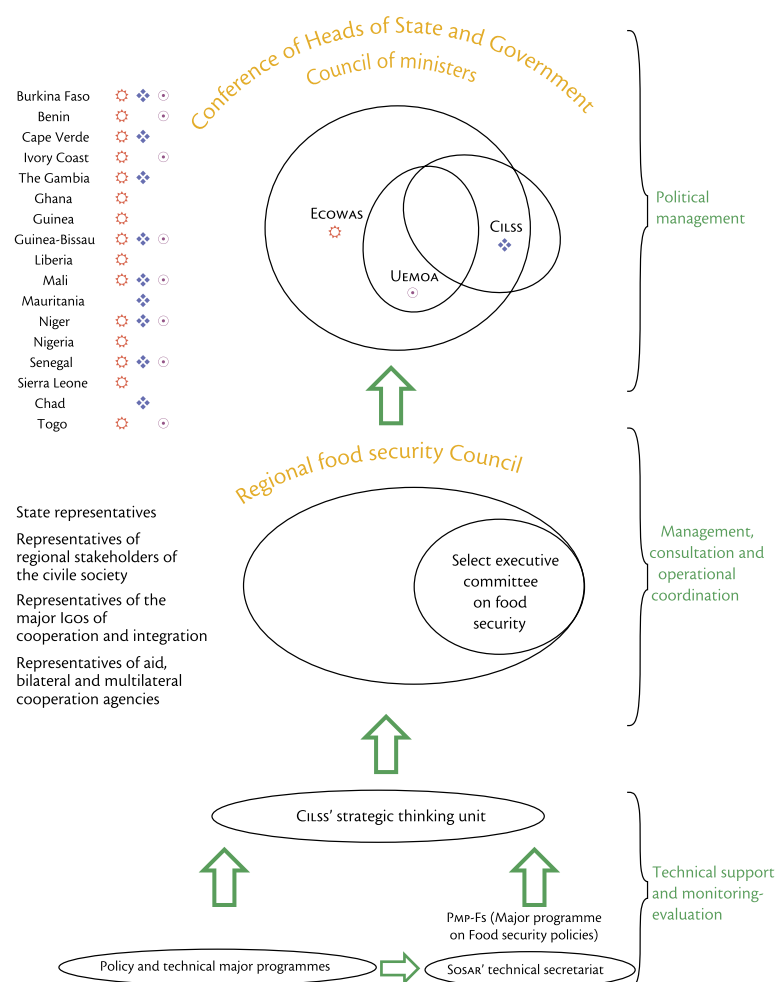
## HOW WILL THE STRATEGY AND THE PROGRAMME BE MANAGED?

This is an essential point. This question alone sums up the challenge posed to the countries, the region and its stakeholders as regards the transition to more modern and efficient forms of governance, in line with the complex nature of food security-related problems. The mechanism must imperatively establish, in a long term, the principles of the strategic framework, serve as a support to the regional dynamics for progressive convergence of the national policies and actions, and boost projects led jointly and basing on strategic issues. As a collective good, the sub-regional food security can only come about through the convergent action of a number of stakeholders: State, business professionals, social and professional organisations, regional organisations, international organisations, etc. The objectives assigned to the regional strategy cannot be the singular output of any one of these stakeholders. The mechanism has been defined on the basis of two requirements:

- first, the need to have a platform of dialogue and coordination in keeping with the principles of the food security strategy paper (participation of the main public and civil society stakeholders, a forum of dialogue on national policies, a platform of consultations with the international community, consideration for the multi-dimensional nature of food security, etc.), and a participatory monitoring-evaluation tool;
- secondly, the concern for a light, inexpensive yet sufficiently flexible mechanism.

This mechanism thus rests on a regional food security council that comprises a select executive committee and receives support from a technical secretariat based at CILSS (see diagram).

### Management and monitoring-evaluation system



## HOW WILL THEY BE FINANCED?

Two main points should be underscored straightaway: (i) the national programmes are first and foremost financed within the framework of national funding mechanisms; (ii) the regional programme takes three different channels according to the type of action involved, and according to the main stakeholders responsible for the implementation of the action.

The "type 1 actions" come directly under the food security strategy and are not taken into account by other strategies. "Type 2 actions" are clearly part of the prerogatives of regional integration institutions (IGOs) apart from CILSS, and must be financed within the framework of programmes led by these institutions. The "type 3 actions" correspond to big and structuring priority projects that the countries of the Sahel decide to jointly undertake because they pose "common problems" (for example, water control).

This financing rationale should enable to avoid risks of duplications and contribute to clarifying the institutional landscape for regional cooperation and integration by empowering the various IGOS taking into account their mandate and "comparative advantage". It should also help to make better use of the financing mechanisms and existing funds and to gradually build up an integrated financing framework through the creation of a *regional food security fund*. Such a fund should provide a transparent framework that is essential not only for the sub-regional stakeholders and the States but also the international partners.

The objective of this fund is to arrive at bringing together different sources of finance, thus reducing the number of "windows". It aims at promoting the coherence and coordination of the interventions through financing, and finally to encourage equitable and transparent access to resources for the various stakeholders.

